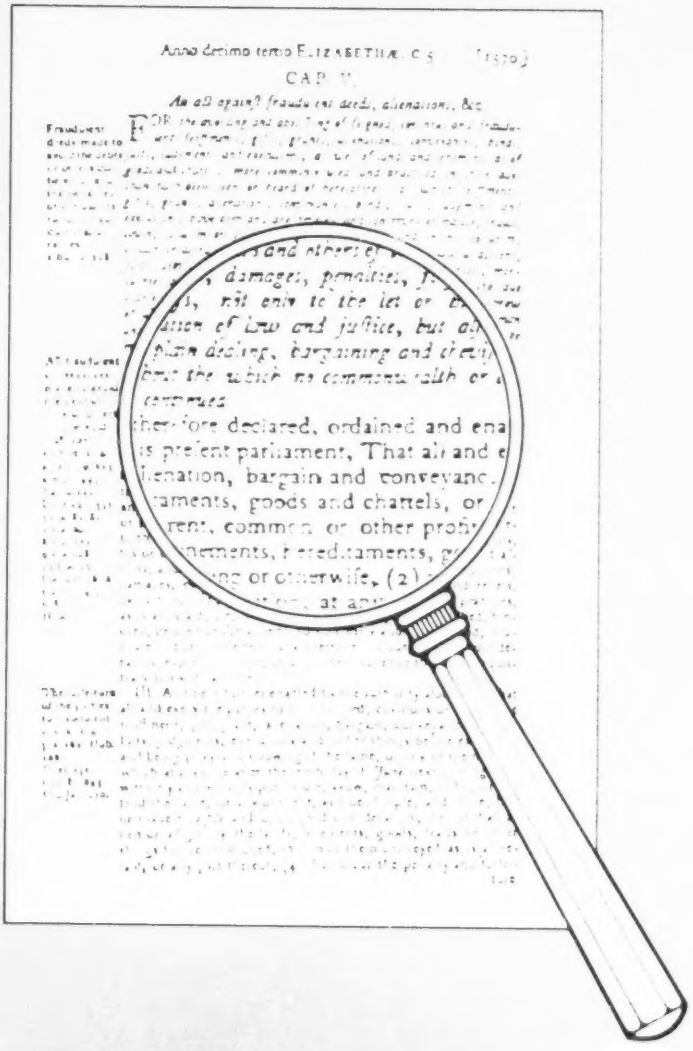
Law Reform Commission of Saskatchewan

Yearly Review 1986

Saskatchewan



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YEARLY REVIEW
1986

Law Reform Commission of Saskatchewan
Saskatoon, Saskatchewan

March, 1987

The Law Reform Commission of Saskatchewan was established by *An Act to Establish a Law Reform Commission*, proclaimed in November, 1973, and began functioning in February of 1974.

The Commissioners are:

Professor Douglas A. Schmeiser, Q.C., B.A., LL.B., LL.M., S.J.D., Chairman

Madam Justice Marjorie A. Gerwing of the Saskatchewan Court of Appeal

Mr. Gordon J. Kuski, Q.C., LL.B.

Mr. Kenneth P.R. Hodges, B.A., LL.B. is Director of Research.

Mr. Michael J.W. Finley, B.A., M.A., LL.B., is the Legal Research Officer, and Mr. Roderick J. Wood, LL.B., LL.M., Dip. in Legislative Drafting, Mrs. Sandy Antonini-Ready, B.A., LL.B. and Ms. Myra Bucsis, LL.B. are Legal Research Officers under contract. The secretaries are Mrs. Sandra Ritchie and Miss Pat Harasymchuk. The summer students were Miss Pat Quaroni and Mr. John Hardy.

The Commission offices are located at the Sturdy-Stone Centre, 122 Third Avenue North, Saskatoon, Saskatchewan S7K 2H6.

ISSN 0711-0111

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OBJECTIVES OF THE COMMISSION

The Law Reform Commission Act provides that:

> "The commission shall take and keep under review all the law of the province, including statute law, common law and judicial decisions, with a view to its systematic development and reform, including the codification, elimination of anomalies, repeal of obsolete and unnecessary enactments, reduction in the number of separate enactments and generally the simplification and modernization of the law, and for that purpose shall:
>
> (a) receive and consider any proposals for the reform of the law that may be made to it by the Minister of Justice;
>
> (b) prepare and submit to the Minister of Justice from time to time programs for the examination of different branches of the law with a view to their reform and shall recommend that an agency, whether the commission or a committee thereof or other body, carry out the examination;
>
> (c) undertake, at the request of the Minister of Justice or pursuant to recommendations of the commission approved by the Minister of Justice, the examination of particular branches of the law and the formulation, by means of draft bills or otherwise, or proposals for reform therein;
>
> (d) enter into agreements, with the approval of the Minister of Justice, with other organizations for law reform for the purposes of attaining the aims of the commission. R.S.S. 1978, c. L-8, s. 6 as amended.

The Commission's role is to review provincial law and to assess criticisms of a significant nature from the general public against legislation and rules of the common law.

Topics for the Commission's research program are brought before meetings of the Commission for consideration. These topics may originate from a recommendation by the Minister of Justice, from the Commission and its staff, from the judiciary, from the legal profession, from other professional organizations, or from the public generally. If a proposal for law reform originates from sources other than the recommendation of the Minister of Justice, the Commission considers the proposal and, if it feels the proposal is one which requires research and report to the Minister of Justice, it will propose to the Minister of Justice that such research be undertaken. Once the consent of the Minister of Justice is obtained, a research program is instituted which culminates in a report to the Minister of Justice.

All research undertaken is supervised by the Chairman and Director of Research. Much of the research is done by the Commission's full-time staff. Many projects, however, require substantial outside consultation and expertise.

Consequently, the Commission relies on the academic staff of the College of Law of the University of Saskatchewan and elsewhere for research personnel. Legal practitioners also act as consultants from time to time and give to the Commission a practical assessment of possible recommendations for legislative and procedural change. The participation of practising lawyers is being facilitated through financial assistance provided by the Law Foundation of Saskatchewan.

Once the research study in a particular project is completed, the matter is placed before the Commission for discussion and consideration. The Commission may decide to issue background papers, or more likely papers in the form of tentative proposals, for circulation to the public in order to obtain criticism and comment prior to the preparation of a final report. This may entail public meetings, hearings and workshops. After public comment has been assessed, the Commission's recommendations are embodied in a final report to the Minister of Justice. This report may contain general recommendations, specific legislation or drafting instructions suggesting the form of legislation which will best implement the recommendations of the final report.

DESCRIPTION OF THE PROGRAMS AND ACTIVITIES CARRIED OUT DURING 1986

The programs and activities carried out during 1986 to a large extent are a continuation of projects commenced earlier. Some of the projects are extensive in scope and involve research in a number of areas of law.

1. Family Law Project

The Commission, with the consent of the Minister of Justice, initiated a research project on family law in June of 1974.

In 1974 the Commission issued a background paper entitled "Family Maintenance Between Husband and Wife". Shortly thereafter a background paper entitled "Children's Maintenance" was released.

Research in the area of maintenance procedures was completed and a report dealing with maintenance enforcement was released in March, 1982. Research into the substantive law of maintenance was also completed some time ago and it is expected that tentative proposals will be issued soon.

Papers on joint custody and illegitimacy were completed some time ago. These papers have not, however, been approved by the Commission.

2. Consumer Credit Project

The study of consumer credit law in Saskatchewan and proposals for reform of it is a part of the overall study of personal property security law in Saskatchewan. The Commission decided that proposals for the reform of basic chattel security law should be developed first, since the structure and terminology of a totally reformed personal property security law system would necessarily be part of the reform of consumer credit law.

Pursuant to this approach, a final report entitled "Proposals for a Saskatchewan Personal Property Security Act" was issued in July, 1977. *The Personal Property Security Act* which stems from the proposals was enacted by the Legislature in 1980 and came into force on May 1, 1981.

The Consumer Credit Project is well underway and the following paper was released in 1980: "Tentative Proposals for a Consumer Credit Act, Part I: Background and Underlying Considerations, Part II: Statistics". A second paper entitled "Tentative Proposals for a Consumer Credit Act, Part III: Secured Consumer Credit Transactions, Summary of Recommendations" was issued in May, 1981. Further research is presently being considered for the following areas:

Credit Grantor Responsibility for Defects in Merchants' Performance Obligations;

Extra-Judicial Debt Collection Practices;

Credit Insurance;

Enforcement of Credit Consumer Rights;

Disclosure;

Credit Reporting;

Discrimination in Credit Granting.

As the study progresses, it may be necessary to revise this list, add to it or consolidate two or more items into a single paper.

Professor Ronald C. C. Cuming, Q.C., College of Law, University of Saskatchewan, is in charge of this project. He is being assisted by the Commission staff.

3. Provincial Offences Project

A study of the doctrine of strict liability has been completed and a final report entitled "Proposals for Defences to Provincial Offences" was submitted to the Minister of Justice in December, 1986.

4. Medical-Legal Project

"Tentative Proposals for a Human Artificial Insemination Act" was released in November, 1981. There have been a number of meetings of interested groups to discuss the Tentative Proposals including a meeting with representatives of the Saskatchewan Medical Association and the College of Physicians and Surgeons. Work has been completed on a final report which will be released early in 1987.

"Tentative Proposals for a Lieutenant Governor's Review Board in Saskatchewan" was released early in 1984. These proposals were based on a report by Professor Peter MacKinnon, College of Law, University of Saskatchewan. A final report was to have been issued in 1986. However, changes to the *Criminal Code* are now being considered by federal authorities, and should these be enacted, the basis of the Lieutenant Governor's Review Board will have changed, and the report will be reconsidered.

5. Administrative Law Project

Preliminary research was done on this project during the summer of 1978 on (a) Statutory Powers of Decision in the Licensing/Inspection Category of the Statutes of Saskatchewan, and (b) A Review of Benefit/Compensation Statutes.

During 1980-81, a consultant worked in the areas of administrative procedures and remedies. The project is now being worked on by a member of the Commission staff and a report by way of tentative proposals should be released soon.

6. The English Statutes Project

This project involves consideration of the statute laws of England which are in force in this province. Too often lawyers are faced with the problem of determining whether or not an ancient English statute is or is not law in Saskatchewan. The British have been pruning and tidying their statutes for almost a century and in the interests of greater certainty, it is time for the common law provinces, including Saskatchewan, to put their own houses in order. Extensive work on this project was done in 1984, 1985 and 1986, and a paper is expected soon.

7. The Limitation of Actions Act Project

This project involves major policy issues including mandatory notices of claims within specific periods of time, commencing actions within specific periods of time and the categorization of various actions to determine the appropriate limitation period.

Some years ago, one of the Commission's student researchers prepared a list of limitation periods in Saskatchewan statutes for publication in the *Saskatchewan Bar Review*. The researcher updated the list on his own three years later. Recently, the Commission had both lists merged and brought up-to-date for release by the Law Society of Saskatchewan.

A short report entitled "Tentative Proposals for Changes in Limitations Legislation, Part I: The Effect of Limitations on Title to Real Property" was released in July, 1981. Further work on this project is being continued by the Commission staff. A report by way of tentative proposals was released in 1986.

8. Frustrated Contracts Project

Saskatchewan is one of the few provinces that does not have legislation which regulates the rights of parties in cases where a frustrating event prevents or substantially affects performance of a contract. The common law rules dealing with frustration are generally unpredictable and unfair.

The Commission decided in 1979 to undertake a study of this area of law. The project consists of the following parts:

(a) An analysis of the present common law of Saskatchewan applicable to frustration of contracts. This part will illustrate and discuss all the problems which have been covered by the frustrated contracts legislation.

(b) An analysis of the common law and statutory provisions applicable to the frustration of contracts in the United States and the manner in which they deal with the problems which have been subjected to statutory regulation in Commonwealth jurisdictions.

Under headings (a) and (b) two types of issues will be dealt with:

(i) the circumstances in which the contract is deemed to be frustrated.
(ii) the legal effects of frustration.

(c) Reasons for legislation. This part will analyze the desirability of passing an Act regulating the substantive and/or the remedial law of frustration.

(d) Evaluation of the different statutes enacted elsewhere and their effect on the common law. This part will also contain a summary of recommendations and a proposed statute.

A report is now being considered by the Commission.

9. Sale of Goods Act Project

Saskatchewan's sale of goods law like that of all other common law provinces in Canada, is based almost entirely on the English *Sale of Goods Act* of 1893. While some areas of sales law have been subject to special legislative measures, the general law of sales has never been revised in Saskatchewan since its enactment. Veneration of nineteenth century English sales law by Canadians has not been shared by the English. Their statute has been amended four times. It would be inaccurate to conclude that existing sales law is totally out of touch with the realities of modern commercial activity. The basic concepts of the 1893 *Act* remain relevant. Judicial development of sales law has been substantial over the years and generally has taken account of fundamental changes in sales practices. However, a strong case can be made for recodification and modernization of Canadian sales law.

In 1979, the Ontario Law Reform Commission released an extensive report on sale of goods law containing recommendations for extensive revision of the Ontario *Sale of Goods Act*. At the August meeting of the Uniform Law Conference held at Saskatoon, Saskatchewan, a motion was passed providing for the convening of a committee to examine the Ontario report and general sales law with a view to developing a Uniform Sale of Goods Act for all provinces in Canada.

In view of the fact that work in the area was to be carried out on a national level with the opportunity for co-operation among law reform agencies, the Commission decided that it should participate in the joint project under the auspices of the Uniform Law Conference.

The Uniform Law Conference Committee met regularly throughout 1980 and early 1981. Professor Cuming represented the Commission at these meetings and proposed substantial amendments to the Ontario Law Reform Commission Draft Act. The Committee reported to the Uniform Law Conference in August of 1981 and its report containing a uniform draft act was accepted.

Professor Ronald C. C. Cuming, Q.C., College of Law, University of Saskatchewan, is in charge of this project.

10. Products Liability Project

The Saskatchewan *Consumer Products Warranties Act* provides a regime of "strict liability" for consumer products. In other words, the *Act* provides recovery for loss resulting from defects in consumer products even though the supplier is not negligent in placing the product on the market. However, the *Act* does not apply to a situation where the product which has resulted in loss or injury is not a "consumer product" within the meaning of the *Act* or where the consumer product has been obtained for purposes of resale or for use in a business. For example, if a vehicle or a piece of equipment was purchased for use in business and as a result of a defect in it a person is injured, liability for the defect would have to be established under the law of negligence. Of course, in any action involving the liability, the nature of the proceedings, the burden of proof and the extent of recovery would be different from what it would be if *The Consumer Products Warranties Act* applied. Generally, the injured person would be in a much less advantageous position than would be a person injured as a result of a defect in a consumer product.

The Canadian law of tort has been very slow to accept "strict liability" as a basis for liability in cases of defective products, although in some circumstances our law has moved toward "strict liability" as a basis for liability in cases of defective products, through the use of the doctrine of *res ipsa loquitur*. By contrast, courts in American jurisdictions have rejected negligence and have developed "strict liability" as a basis for compensation of persons injured by defective goods. There is little indication that Canadian courts are yet prepared to follow the American lead.

However, there is a very strong undercurrent of dissatisfaction with existing Canadian law of negligence. Recently, the Ontario Law Reform Commission published a report on products liability which recommended a modified strict liability scheme to be implemented by legislation.

It is the conclusion of the Law Reform Commission of Saskatchewan that the time has come to "rationalize" the law of Saskatchewan so as to ensure that the likelihood of recovery for loss resulting from defective products does not depend upon the almost fortuitous event that the product causing the injury was sold under a transaction to which *The Consumer Products Warranties Act* applies.

A considerable amount of work was done during 1981. Professor Ronald C. C. Cuming, Q.C., College of Law, University of Saskatchewan, is in charge of this project.

11. Real Property Law

The Commission is planning a major research project on the real property law of Saskatchewan. Its scope and format have yet to be determined. It has been decided that the best way to proceed with the project is to identify a few areas of real property which are a matter of immediate concern. Two areas so identified are:

(1) the need for a *Quieting of Title Act;*

(2) foreclosure of mortgages and charges against land and cancellation of agreements for sale (including *The Land Contracts (Actions) Act*).

Some years ago the Commission engaged the services of a consultant who prepared a paper on the need for a *Quieting of Title Act*. The Commission came to the conclusion that with changes in the limitation periods governing titles, there was no need for such an Act. These changes were put forward in the Commission's report entitled, "Tentative Proposals for Changes in Limitations Legislation, Part I: The Effect of Limitations on Title to Real Property", issued as part of its Limitations of Actions Act Project in July, 1981.

A paper covering security interests in land is being redrafted by the Commission staff and will be considered soon by the Commission.

12. The Land Titles Act Project

The Commission decided during the latter part of 1981 to undertake a fundamental review of *The Land Titles Act*. Particular attention will be paid to the machinery of the land titles system, the function of the registrar, the forms prescribed by the *Act*, the effect of registration, transfers, mortgages, leases and caveats with or without supporting documents, obsolete or what may be obsolete sections as well as the relationship of other statues with *The Land Titles Act* such as *The Tax Enforcement Act, The Mineral Taxation Act* and *The Planning and Development Act*. The project is being carried on with representatives from Alberta, the Yukon, the Northwest Territories and others. Some of the fundamental principles underlining the Torrens system were discussed at a meeting held in Edmonton in December of 1981, and it is expected that there will be further meetings in this regard. In the meantime, it is expected that background research will be carried on throughout 1987.

13. New Home Warranties

Many Saskatchewan residents buy newly constructed houses for use as family residences. However, the sale of houses by model and the growing specialization in components such as air conditioning and heating systems, have made it much more difficult for consumers to ensure that they are obtaining a building which meets certain basic standards of durability and safety. Unlike the purchaser of consumer goods, the purchaser of a new home in Saskatchewan is forced to rely substantially on common law. It is somewhat anomalous that the purchaser of a small appliance such as a toaster obtains the full protection afforded by the warranty provisions of *The Consumer Products Warranties Act*, whereas the purchaser of a house which has a much greater value receives no similar statutory protection and very little protection under the common law. At common law, in the absence of an express statement by the builder, implied warranties as to fitness of habitation or quality of workmanship and materials only apply if the house is not yet completed. If it is completed, the doctrine of *caveat emptor*, long since abolished in the area of sale of goods, still applies.

The deficiencies in the common law were recognized in Ontario, and a *New Home Warranties Act* was passed in 1967. The Commission has been exploring the feasibility of a study which would lead to recommendations for legislation providing purchasers of new homes in Saskatchewan with an adequate measure of legal protection against construction and material deficiencies and which would bring the law applicable to the sale and purchase of new homes more in line with that applicable to the sale and purchase of consumer goods. However the project is in abeyance until the services of a consultant are obtained.

14. The Enforcement of Money Judgments

The law of Saskatchewan dealing with the enforcement of money judgments is very much in need of modernization, consolidation and rationalization. Work in this area of the law which is large and complex will be undertaken if the services of a consultant can be obtained.

15. The Guardianship Act, Part II: Property Guardianship

The Commission began a study of the law governing guardianship of the property of mentally incapacitated persons. Existing legislation is contained in several statutes such as *The Mentally Disordered Persons Act, The Public Trustee Act, The Mental Health Services Act and The Trustee Act*. The study is to include a detailed review of the provisions of *The Mentally Disordered Persons Act* which in some aspects are out of date. Work is proceeding in-house on this project and a report should be available in 1987.

16. Costs of Accused on Acquittal

A draft report was prepared by Professor Peter MacKinnon, College of Law, University of Saskatchewan for the Law Reform Commission of Canada and the Law Reform Commission of Saskatchewan. It was ultimately decided that each Commission would issue separate reports. Further work has been done by Mrs. Vera-Marie Wolfe and her draft is under consideration by the Commission.

17. Review of The Marriage Act

Professor Ronald Fritz, College of Law, University of Saskatchewan has prepared a report reviewing The Marriage Act. The report will be considered by the Commission in 1987.

18. Exemption Clauses

The services of Professor Donald H. Clark, College of Law, University of Saskatchewan, have been engaged to study the law governing exemption clauses. A report is expected in the fall of 1987.

19. The Rule Against Perpetuities and The Accumulations Act

A report will be issued early in 1987 recommending the abolition of the rule against perpetuities.

20. Living Wills

In response to a request from a member of the general public, the Commission has decided to investigate the possibility of adoption of living wills legislation. There is a concern by many people, particularly the elderly, that when they become incapacitated by disease or illness or when death is the inevitable outcome of an illness, they will be kept alive by life-sustaining procedures. The problem arises where the patient, by reason of a mental or physical inability brought on by the illness, is unable to consent to the procedures to be undertaken or to withhold such consent. The proposed solution is the legal recognition of wills that direct physicians to withhold or withdraw medical procedures.

21. Other Activities

On occasion, representatives of the Commission have met with or made presentations to public organizations, service groups and others, and have explained the role of law reform to students. When reports are released by way of tentative proposals, press releases are issued, press conferences held and appearances made on radio and television. While law reform often is a highly technical matter, law does not operate in a vacuum and every effort is made to keep the general public fully informed of the Commission's activities. The Commission and its staff is always receptive to comments from organizations and members of the public.

Members of the Bar have been invited to suggest areas in need of reform, and have brought to the attention of the Commission many difficulties encountered in everyday practice. The Commission is attempting to involve the practising Bar to a greater degree in law reform, and has undertaken to deal with several smaller practice-oriented problems, in some instances engaging the same lawyers who brought the anomalies to its attention.

FINAL REPORT TO THE MINISTER OF JUSTICE IN 1986*

Proposals for Defences to Provincial Offences

The Supreme Court of Canada in *R.* v. *City of Sault Ste. Marie* created a unique defence available to most regulatory offences. If the accused can establish that he exercised reasonable care or that he operated under a reasonable mistake of fact, he is entitled to a verdict of acquittal. Offences where this defence is available are known as offences of strict liability in order to distinguish them from absolute liability offences, in which the prosecution need only prove commission of the act; and from mens rea offences, where the prosecution must prove the commission of the act as well as the intent of the accused to commit it.

Unfortunately, the *Sault Ste. Marie* case has generated some uncertainty. It is not altogether clear when a provincial offence is to be considered a strict or an absolute liability offence. The Commission has recommended adoption of legislation that would eliminate the uncertainty by providing that no provincial offence should be construed as an absolute liability offence unless the enactment in which the offence is created expressly so provides.

It is also unclear whether the usual criminal defences are available to a person charged with a provincial offence. Consequently, the Commission has recommended that the defences for criminal offences be available for provincial offences as well, unless changed by the legislature.

*Copies are available from the office of the Law Reform Commission.

INFORMAL REPORTS TO THE MINISTER OF JUSTICE IN 1986*

Proposals Relating to Removal of a Certificate of Action under The Builders' Lien Act

In November, 1985, the Commission issued *Proposals Relating to Lis Pendens* which proposed a revised section 164 of *The Land Titles Act*, concerning removal of a certificate of *lis pendens*. The Master of Titles suggested to the Commission that similar improvements might be made to subsection 61(2) of the new Builders' Lien Act. That subsection provides for removal of a certificate of action filed under the Act. The Commission assessed whether the changes proposed to subsection 164(1) of *The Land Titles Act* were appropriate in the context of builders' liens, and proposed a revised subsection 61(2) of *The Builders' Lien Act*.

The Queen's Bench Act - Section 20

The Commission examined section 20 of *The Queen's Bench Act* which provides as follows:

> In the case of lunatics and their property and estates, the jurisdiction of the court shall, subject to the rules of court, include that which in England is conferred upon the Lord Chancellor by a commission from the Crown under the sign manual.

The section is an archaic and unnecessary survival from the early development of Saskatchewan's court system, dating back to the Territorial Ordinance of 1886. It confers jurisdiction in regard to mentally incompetent persons on the court in terms derived from medieval English law, and has been superseded by *The Mentally Incompetent Persons Act*.

The Commission recommended repeal of section 20.

*Copies are available from the offices of the Law Reform Commission.

PLANS FOR THE YEAR 1987

1. Family Law Project

It is expected that work will continue during 1987 on the substantive law of maintenance and on the matter of joint custody.

2. Consumer Credit Project

Work will continue on this project particularly in the areas of the cost of credit disclosure and credit insurance.

3. Medical Legal Project

A final report containing "Proposals for a Human Artificial Insemination Act" will be made to the Minister of Justice in 1987.

4. Administrative Law Project

The Commission staff will be working on this project during 1987.

5. English Statutes Project

Work will continue on a paper dealing with old English statutes in force in the province. It should be available in 1987 for study and comments by members of the legal profession.

6. The Limitation of Actions Act Project

Responses to the Commission's Tentative Proposals are being compiled and will be assessed before work is commenced on a final report.

7. Frustrated Contracts Project

It is expected that a paper will be released during 1987.

8. Sale of Goods Project

This project continues to be monitored by the consultant.

9. Products Liability Project

This project continues to be monitored by the consultant.

10. Real Property Law Project

A paper on security interests in land may be available in 1987.

11. The Land Titles Act Project

This project is in abeyance at the present time.

12. New Home Warranties

This project is in abeyance at the present time.

13. The Enforcement of Money Judgments Project

This project is in abeyance at the present time.

14. The Guardianship Act, Part II: Property Guardianship

It is expected that work will be undertaken in the area of property guardianship in 1987.

15. Costs of Accused on Acquittal

It is expected that a paper will be released in 1987.

16. Review of The Marriage Act

It is expected that a paper reviewing The Marriage Act will be available in 1987.

17. Exemption Clauses

It is expected that the consultant will prepare a report on the law governing exemption clauses in 1987.

18. The Rule Against Perpetuities and The Accumulations Act

A report will be released in 1987.

19. Living Wills

It is expected that the consultant will prepare a report on the law governing living wills in 1987.

20. Other Activities

The Commission undertakes a number of smaller practice-oriented projects from time to time and recommendations are made to the Minister of Justice concerning these.

PERSONNEL

The Commission

The Law Reform Commission Act provides that the Commission shall be composed of not less than three members appointed by the Lieutenant Governor in Council and that one of the members shall be designated as chairman. Dr. Douglas A. Schmeiser, Q.C., of the College of Law, University of Saskatchewan, is the Chairman and Madam Justice Marjorie A. Gerwing and Mr. Gordon J. Kuski, Q.C. are the other Commissioners. Miss Gerwing was appointed to the Court of Appeal for Saskatchewan in December, 1984.

Previous members of the Law Reform Commission were Professor Brian A. Grosman (Chairman, 1974 to 1978), Professor Ronald C. C. Cuming, Q.C. (Chairman, 1978 to 1982), Mr. Justice E. D. Bayda (1974 to 1976), and Mr. George J. D. Taylor, Q.C. (1974 to 1982). Miss Gerwing was appointed to the Commission in 1976, and Professor Schmeiser and Mr. Kuski were appointed in 1982.

The Staff

Mr. Kenneth P.R. Hodges is the Director of Research having joined the Commission in October of 1976. The Legal Research Officer is Mr. Michael J. Finley. He joined the Commission in March of 1977.

In addition, the Commission employs two Legal Research Officers under contract who are funded by the Law Foundation of Saskatchewan. These Legal Research Officers are Mr. Roderick Wood who joined the Commission in June of 1983 and Mrs. Sandy Antonini-Ready who joined the Commission in September of 1983 and was succeeded by Ms. Myra C. Bucsis who joined the Commission in November of 1986. Mrs. Antonini-Ready has agreed to continue working for the Commission on a part-time basis.

The Commission also had the assistance of two student researchers, Miss Pat Quaroni and Mr. John Hardy during the summer of 1986.

The Commission also retains the services of a number of people as part-time consultants. The Commission is pleased to be able to rely on these outside consultants and is obliged to them for their ongoing efforts which have helped to maintain a healthy level of law reform activity within the province.

LAW FOUNDATION

The Law Foundation of Saskatchewan supports some of the Commission's work by "block funding". Under this arrangement the Commission has been able to engage the services of two full-time legal research officers. Some of the projects which have been or are being supported financially by the Foundation are: Review of The Matrimonial Property Act, Consumer Credit, Frustrated Contracts, English Statutes, Limitation of Actions, Real Property Law and Exemptions.

The Commission wishes to express its appreciation to the Law Foundation of Saskatchewan for its financial assistance.

OTHER LAW REFORM ORGANIZATIONS

The Commission has, during the course of the year, continued to develop good liaison with other law reform agencies both in and outside Canada. This exchange of information is essential to the functioning of the Law Reform Commission of Saskatchewan. Such close liaison minimizes the replication of research and makes available to this Commission research papers, reports and proposals which can be adapted to the Saskatchewan legal environment without incurring the financial burden necessitated by initiating original legal research in each area undertaken. The Saskatchewan Commission has gained substantially from the research completed by other commissions in areas of mutual interest.

The Commission is pleased to have arranged with the Law Reform Commission of Canada to undertake a joint project on costs of an accused on acquittal, an area of concern to both the federal and provincial jurisdictions.

In order to maintain important contacts in areas of interest to the Commission and its research commitments, the Chairman, the Director of Research and other members of the staff attended various meetings and conferences during the year. The Director of Research is a delegate to the Uniform Law Conference of Canada and attended the Annual Conference in Winnipeg, Manitoba in August of 1986. The Chairman attended the Mid-Winter Meeting of the Canadian Bar Association, the annual meeting of the Law Society of Saskatchewan, and a national seminar on the future of law reform. The Chairman and the Director of Research also attended the annual meeting of the Law Reform Conference of Canada.

PUBLICATIONS

1. First Mini-Working Paper, Division of Matrimonial Property, Problems Within the Present Law, June 1974.
2. Second Mini-Working Paper, Division of Matrimonial Property, Possible Solutions to Problems Within the Present Law, September 1974.
3. Third Working Paper, Division of Matrimonial Property, Tentative Proposals for Reform of Matrimonial Property Law, October 1974.

*4. First Annual Report 1974.

5. Background Paper, Reform of Personal Property Security Law in Saskatchewan, May 1975.
6. Background Paper, Family Maintenance Between Husband and Wife, November 1975.
7. Background Paper, Children's Maintenance, January 1976.
8. Second Annual Report 1975.

*9. Tentative Proposals for a Saskatchewan Personal Property Security Act, February 1976.

10. Report to the Attorney General, Proposals for a Saskatchewan Matrimonial Homes Act, May 1976.
11. Report to the Attorney General, Conflict of Interest, March 1977.

*12. Third Annual Report 1976.

13. Working Paper, Provincial Offences: Tentative Recommendations for Reform, April 1977.
14. Report to the Attorney General, Proposals for a Saskatchewan Personal Property Security Act, July 1977.
15. Fourth Annual Report 1977.
16. Tentative Proposals for a Consent of Minors to Health Care Act, November 1978.
17. Fifth Annual Report 1978.
18. Tentative Proposals for Reform of the Law Affecting Liability Between Husband and Wife and Related Insurance Contracts, March 1979.
19. Tentative Proposals for Reform of the Jury Act, May 1979.
20. Tentative Proposals for Custody Law Reform, Part I: Substantive Law, August 1979.
21. Proposals for Reform of the Law Affecting Liability Between Husband and Wife and Related Insurance Contracts, November 1979.
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31. Proposals for a Definition of Death Act, December 1980.
32. Tentative Proposals for a Guardianship Act, Part I: Personal Guardianship, January 1981.
33. Tentative Proposals for Defences to Provincial Offences, February 1981.
34. Yearly Review 1980, April 1981.
35. Tentative Proposals for a Consumer Credit Act, Part III: Secured Consumer Credit Transactions, Summary of Recommendations, May 1981.
36. Tentative Proposals for an Equality of Status of Married Persons Act, May 1981.
37. Tentative Proposals for Changes in Limitations Legislation, Part I: The Effect of Limitations on Title to Real Property, July 1981.
38. Tentative Proposals for a Human Artificial Insemination Act, November 1981.
39. Proposals on Custody, Parental Guardianship, and the Civil Rights of Minors, December 1981.
40. Tentative Proposals for a Compulsory Mental Health Care Act, November 1981.
41. Tentative Proposals for an Enforcement of Maintenance Orders Act, March 1982.
42. Yearly Review 1981, April 1982.
43. Proposals for an Equality of Status of Married Persons Act, May 1982.
44. Proposals for a Guardianship Act, Part I: Personal Guardianship, January 1983.
45. Yearly Review 1982, March 1983.
46. Proposals Relating to Guest Passenger Legislation, August 1983.

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47. Tentative Proposals for a Lieutenant Governor's Review Board in Saskatchewan, January 1984.
48. Yearly Review, 1983, March 1984.
49. Tentative Proposals for Reform of The Matrimonial Property Act, September 1984.
50. Proposals for a New Coroners Act, September 1984.
51. Proposals for Restoring Civil Remedies Lost upon Forfeiture under the Automobile Accident Insurance Act, October 1984.
52. Proposals Relating to Ademption by Equitable Conversion, October 1984.
53. Tentative Proposals Relating to Testamentary Custody and Guardianship of Children, October 1984.
54. Proposals Relating to the Change of Name of Children of Divorced Parents, March 1985.
55. Proposals Relating to Joint Obligations, June 1985.
56. Yearly Review 1984, June 1985.
57. Proposals for a Survival of Actions Act, May 1985.
58. Proposals for a Compulsory Mental Health Care Act, March 1985.
59. Proposals Relating to Matrimonial Property Legislation, December 1985.
60. Yearly Review 1985, March 1986
61. Tentative Proposals for Changes in Limitations Legislation, Part II: The Limitation of Actions Act, May 1986.
62. Proposals for Defences to Provincial Offences, December 1986.

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The Tax Enforcement Act — Section 33, July 1984.

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The Rights of Parents Under The Family Services Act, Feburary 1985.

Proposals Relating to The Labour Standards Act: Employers' Deductions from Wages, September 1985.

Proposals Relating to Lis Pendens, November 1985.

Proposals Relating to Removal of a Certificate of Action under The Builders' Lien Act, February 1986.

The Queen's Bench Act - Section 20, August 1986.

*These reports are not published but typewritten copies are available upon request.

AN ACT TO ESTABLISH A LAW REFORM COMMISSION.*

Short title

1 This Act may be cited as *The Law Reform Commission Act.*

Commission continued

2 The Law Reform Commission of Saskatchewan, herein referred to as the "commission", is continued. 1971, c.21, s.2.

Membership

3 (1) The commission shall be composed of not less than three members appointed by the Lieutenant Governor in Council and shall hold office during the pleasure of the Lieutenant Governor in Council.

(2) The Lieutenant Governor in Council shall designate one of the members as chairman.

(3) The chairman shall be the chief executive officer of the commission and shall preside at all meetings and hearings of the commission.

(4) In the absence or disability of the chairman or if the office of chairman is for any reason vacant another member of the commission, appointed by the members, shall act as chairman. 1971, c.21, s.3; 1973, c.54, s.1.

Remuneration

4 The members of the commission shall be paid such remuneration for their services and such allowances for travelling and other expenses as the Lieutenant Governor in Council may determine. 1971, c.21, s.4.

Staff

5 The Lieutenant Governor in Council may appoint such officers and employees of the commission as are required for the proper conduct of the business of the commission and for the purposes of this Act. 1971, c.21, s.5.

Duties of commission

6 The commission shall take and keep under review all the law of the province, including statute law, common law and judicial decisions, with a view of its systematic development and reform, including the codification, elimination of anomalies, repeal of obsolete and unnecessary enactments, reduction in the number of separate enactments and generally the simplification and modernization of the law, and for that purpose shall:

(a) receive and consider any proposals for the reform of the law that may be made to it by the Minister of Justice;

(b) prepare and submit to the Minister of Justice from time to time programs for the examination of different branches of the law with a view to their reform and shall recommend that an agency, whether the commission or a committee thereof or other body, carry out the examination;

(c) undertake, at the request of the Minister of Justice or pursuant to recommendations of the commission approved by the Minister of Justice, the examination of particular branches of the law and the formulation, by means of draft bills or otherwise, of proposals for reform therein;

(d) enter into agreements, with the approval of the Minister of Justice, with other organizations for law reform for the purposes of attaining the aims of the commission. 1971, c.21, s.6; 1983, c.11, s.45.

Legal research by commission

7 The commission may institute and direct legal research for the purpose of carrying out its functions. 1971, c.21, s.7.

Committees of commission

8 (1) The commission may appoint committees, the members of which need not be members of the commission, and may refer any matter to the committees for consideration and report to the commission.

(2) Members of committees appointed under subsection (1) shall receive such remuneration for their services and such allowances for travelling and other expenses as the Lieutenant Governor in Council may determine. 1971, c.21, s.8; 1983, c.11, s.45.

*R.S.S. 1978, c. L-8 as amended.

Report by commission

9 The commission may report from time to time to the Minister of Justice and shall report to the Minister of Justice at any time upon his request, but shall report at least once yearly if no request is made. 1971, c.21, s.9; 1983, c.11, s.45.

Publication of report by commission

10 The Minister of Justice may authorize the commission to publish any report submitted to him. 1971, c.21, s.10; 1983, c.11, s.45.

Annual report by Minister of Justice

11 The Minister of Justice shall make and submit to the Lieutenant Governor in Council an annual report respecting any programs prepared by the commission and approved by him and any proposals for reform formulated by the commission pursuant to such programs, which report shall, in accordance with *The Tabling of Documents Act*, be laid before the Legislative Assembly. 1971, c.21, s.11; 1983, c.11, s.45.

Appropriation

12 Sums required for the purposes of this Act may be paid out of moneys appropriated by the Legislature for the purpose. 1971, c.21, s.12.